

State of Washington



Citizens Advisory Committee on
Pipeline Safety

Annual Status Report for the period July 2002 – July 2003



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1. Introduction

History of the Washington State Citizens Advisory Committee on Pipeline Safety

After the tragic pipeline explosion in Bellingham Washington in June 1999, the Washington State Legislature and Governor Gary Locke established the Washington State Citizens Advisory Committee on Pipeline Safety in 2000 (hereafter “committee”). Committee members are appointed by the Governor and serve staggered terms ranging from one to three years.

RCW 81.88.140 - The Citizens Committee on Pipeline Safety is established to advise the state agencies and other appropriate federal and local government agencies and officials on matters relating to hazardous liquid and gas pipeline safety, routing, construction, operation and maintenance.

The primary goals of the Washington State Citizens Advisory Committee on Pipeline Safety are:

- Improve pipeline safety in Washington State.
- Increase public understanding of pipeline safety.
- Report annually to the Governor, Legislature and Local Governments.
- Review pipeline issues and work with the Washington Utilities and Transportation Commission (WUTC) and the Department of Ecology (DOE).
- Comment on proposed pipeline rules and laws.
- Interact with city, county, public groups, and pipeline company representatives.

With the enactment of the federal Pipeline Safety Improvement Act of 2002 (H.R. 3609) the strength of state citizen advisory committees has been enhanced. Section 24 of the Act states:

Section 24. STATE PIPELINE SAFETY ADVISORY COMMITTEES. Within 90 days after receiving recommendations for improvements to pipeline safety from an advisory committee appointed by the Governor of any State, the Secretary of Transportation shall respond in writing to the committee setting forth what action, if any, the Secretary will take on those recommendations and the Secretary's reasons for acting or not acting upon any of the recommendations.

The Washington State Citizens Advisory Committee on Pipeline Safety is pleased that the federal government understands that the opinions of state citizen advisory committees are valuable to the improvement of pipeline safety in the United States.

Committee Background Information

The Committee's first meeting was held on October 18, 2000, in Olympia, Washington. At the time of publication of this report, the Committee has met 28 times in various locations across the State of Washington – ranging from Chehalis, Bellingham, and Pasco. Members of the committee have also had the opportunity throughout the last three years to make several site visits to pipeline facilities. The Washington Utilities and Transportation Commission (WUTC) staff the committee.

Subcommittees focus on more specific pipeline safety topics. Subcommittees establish annual workplans and goals and continually update the entire committee of their achievements. Currently, there are three subcommittees within the Citizens Advisory Committee on Pipeline Safety:

- **Governmental Input & Monitoring subcommittee**
Reviews and comments on rulemakings and legislation relating to pipeline safety at both the state and federal level.
- **Damage Prevention subcommittee**
Involved in the prevention of excavation damage to underground utilities. Works closely with the Washington Utilities Coordinating Council (WUCC) and the Common Ground Alliance (CGA).
- **Pipeline Public Awareness subcommittee**
Reviews issues related to the general public's knowledge and awareness of pipelines and pipeline safety. Educates citizens about pipelines and how to stay safe when living or working near them.

2. Overview of WUTC Pipeline Safety Program Activities

Pipeline Safety Inspections

The Washington Utilities and Transportation Commission (WUTC) Pipeline Safety Program ensures the safe operation of pipelines in Washington State by conducting inspections of natural gas and hazardous liquid pipeline systems. The WUTC enforces state and federal pipeline safety regulations. In June 2000, the WUTC received interstate authority to inspect interstate natural gas and hazardous liquid pipelines in the State of Washington. The WUTC has had a natural gas pipeline safety inspection program since 1955.

WUTC inspectors have attended training through the Transportation Safety Institute to become fully trained and qualified to conduct comprehensive

interstate inspection. As of January 2003, the WUTC is fully authorized as interstate agents for the Office of Pipeline Safety (OPS). This year, the WUTC has expanded its inspection of interstate operators so that they are conducted more frequently and thoroughly than OPS was able to do in the past.

The following table is a summary of the inspection activity of the Washington Utilities and Transportation Commission's Pipeline Safety program during calendar year 2002.

Number of Inspections Completed in 2002

Calendar Year 2002	Standard Inspection	Anti-Drug & Alcohol Misuse Inspection
Interstate Liquids	4	1
Interstate Gas	5	0
Intrastate Liquids	5	4
Intrastate Gas	30	10
TOTALS	44	15

Number of Violations Found in 2002

Calendar Year 2002	Violations Standard Inspection	Number of Standard Violations Rectified	Violations Anti-Drug & Alcohol Misuse Inspection	Number of Anti-Drug & Alcohol Misuse Violations Rectified
Interstate Liquids	2	2	0	N/A
Interstate Gas	0	N/A	0	N/A
Intrastate Liquids	6	6	11	11
Intrastate Gas	87	87	12	12
TOTALS	95	95	23	23

JLARC Report of WUTC Pipeline Safety Program

In 2001, the WUTC sought permanent funding for its expanded pipeline safety inspection program. The Washington State Legislature approved permanent funding (SSB 5182) and also requested a review of the WUTC by the Joint Legislative Audit and Review Committee (JLARC). The review of the WUTC by JLARC commenced in the summer of 2002 and concluded in 2003. The Washington State Citizens Advisory Committee [commented on the first draft of the JLARC Report](#) of WUTC Pipeline Safety Program in May of 2003.

JLARC released its report of the WUTC in June of 2003 (the report may be obtained from <http://jlarc.leg.wa.gov/>). The report on the WUTC was very favorable and made four recommendations to which the WUTC is reviewing and implementing.

Recent Pipeline Incident Actions

On Thursday, May 1st, 2003, a section of Williams Northwest Pipeline 26-inch natural gas mainline ruptured near Lake Tapps in east Pierce County. There were no injuries or fire associated with this incident. The ruptured pipeline was immediately shutdown and gas was re-routed to the adjacent 30-inch Williams pipeline (no customers lost natural gas service). WUTC inspectors working with federal OPS were on site within an hour of the event and worked together with local agencies throughout the investigation and oversight of the repair of the pipeline. Natural gas was re-introduced into the repaired pipeline on Sunday May 4th.

The Office of Pipeline Safety issued a Corrective Action Order requiring Williams to reduce its operating pressure by 20 percent on the affected 26-inch pipeline between Sumas to Washougal in Washington. The Corrective Action Order also required:

1. Metallurgic analysis on the pipeline that failed.
2. Re-evaluation of past in-line inspection tool runs.
3. Geotechnical evaluation of the immediate area of the failure.

WUTC inspectors have been ensuring that Williams is complying with this order.

On June 10, 2003, representatives from Williams, federal OPS, and WUTC met in Denver, Colorado to discuss the cause of the rupture. Williams reported that the cause of the failure was stress corrosion cracking (SCC). This was determined after a complete metallurgical lab review of the damaged pipe. Williams has begun internal inspection of its 26-inch line for this type of failure. Inspectors from the WUTC have been on site to review the internal inspection work. All parties are continuing to work together to gain as much knowledge as possible about this rupture.

3. Committee Accomplishments

Committee Participation in Special Engagements

Members of the Washington State Citizens Advisory Committee on Pipeline Safety are often asked to participate and represent the committee in activities relating to pipeline safety in Washington State and across the nation.

The Citizens Advisory Committee on Pipeline Safety works very closely with the Washington Utilities Coordinating Council (WUCC). The committee considers underground utility damage prevention an important issue to pipeline safety. In December 2002, committee member Haywood Johnson was elected

by the committee to attend the quarterly meeting of the WUCC in Spokane. Mr. Johnson spoke on behalf of the committee at the meeting by congratulating the WUCC on creating a single statewide damage prevention phone number and the consolidation of the call centers in Washington State. Mr. Johnson also pledged the committee's support in reviewing and implementing in Washington the [Common Ground Alliance's Best Practices](#).

On January 29, 2003, several Committee members (Shirley Olson, Chuck Mosher, Les Olsen and Rick Kuprewicz) participated in a panel discussion at a [public forum sponsored by the Office of Pipeline Safety](#). The forum was held in Bellevue, Washington, at the Bellevue Community College and discussed several topics important to citizens and local governments in Washington State. The topics included and answered some of the following questions:

- [Integrity Management](#) Communications – How should integrity management information be made to the public?
- Performance Metrics – What types of indicators are valuable to the public to understand the effectiveness of an operators overall safety program?
- Public Awareness Initiatives – What additional information should federal OPS provide to educate the public? How should this information be provided?

Based on dialog established at this public forum, additional discussions related to gas pipeline integrity management were initiated with industry and federal OPS regarding proposed federal final rulemaking.

In July of 2002, Chairman Chuck Mosher was invited by the Office of Pipeline Safety to participate in a panel in Houston, Texas to discuss the American Petroleum Institutes (API) recommended practice on public awareness. Chairman Mosher was involved in discussions topics on pipeline safety security and public right-to-know. API plans to develop and publish recommended practices for pipeline operators to create a public awareness program. The federal Office of Pipeline Safety may consider adopting the recommended practice through a federal rulemaking process. In November 2002, the Committee submitted [comments to API](#) on the draft proposal of Recommended Practice 1162 – “Public Awareness Programs for Pipeline Operators”. At the time of publication of this report, the standard was being finalized and is currently awaiting publication. For more information on the API pipeline public awareness process, visit www.api.org/pipelinepublicawareness.

Committee Expertise Improved Through Tours & Education

The committee toured BP Olympic Pipeline Company's Renton Facility in September 2002. The visit included a presentation from the company and a tour of the Supervisory Control and Data Acquisition (SCADA) system and tank facility.

At the regular committee meeting in March of 2003, committee members received an educational presentation from a WUTC inspector regarding intrastate and interstate natural gas and hazardous liquid pipeline inspections. The presentation discussed the state and federal pipeline safety regulations¹, which are enforced during inspections. The presentation also incorporated pictures taken in the field during inspections.

Other information within the presentation report included:

- A history of why pipeline regulations were created,
- An explanation of the different types of inspections – Standard, Anti-Drug & Alcohol Misuse, Design & Construction, Specialized and Random.

In May 2003, the committee made a site visit to the Jackson Prairie Natural Gas Storage Project in Chehalis, Washington. Williams Gas Pipeline, Puget Sound Energy, and Avista Utilities jointly own the Jackson Prairie Natural Gas Storage Project site. The facility is unique because natural gas is stored underground within an aquifer. The Jackson Prairie storage site holds a maximum capacity of 37.3 billion cubic feet of natural gas, which acts as a supply and price buffer in Washington State.

In July 2003, Rick Kuprewicz (pipeline safety expert and committee member) made a presentation to the committee on the subject of Pipeline Information, Community Right-to-Know and National Security issues. The presentation was meant to serve as initial information for future discussion on the important subject of *what type of information about pipelines should be in the public domain?*

Committee Accomplishments on Pipeline Safety Policy Issues

The Washington State Citizens Advisory Committee on Pipeline Safety was active in several local and national pipeline safety issues during 2002 and 2003. Committee members made recommendations and advised on the course of action.

The committee sent a [letter to key members of Congress and Stacey Gerard](#), Administrator of the federal Office of Pipeline Safety, in January 2003. The letter stated the committee's opinion that federal OPS should fund state inspector travel for integrity management inspections. The letter was prompted because states with federal interstate authority were informed that OPS would not be able to reimburse them for sending their inspectors to the team integrity management inspections. The inspections are normally held at the pipeline company's headquarters, which are often out of state. Subsequently, federal OPS made the

1 Code of Federal Regulations (CFR) Title 49, Part 192 (Natural Gas), Part 195 (Hazardous Liquids), Part 199 Drug & Alcohol Testing. Chapter 480-75 WAC (Hazardous Liquid), Chapter 480-93 WAC (Natural Gas)

decision to fund state inspectors travel to the federal integrity management inspections.

After the January 2003 public forum held in Bellevue, Washington, the committee sent a [letter to OPS](#) thanking them for hosting the public meeting. In addition, several [letters were sent to key members of Congress](#) commending federal OPS for their public outreach efforts during the forum.

Carl Weimer, Executive Director of [SAFE Bellingham](#), informed the committee of the new Pipeline Safety Trust at the February 2003 committee meeting. The families of the children involved in the 1999 Bellingham incident were involved in proposing the trust. The committee sent a [letter of support](#) to U.S. Attorney John McKay endorsing the concept of the Pipeline Safety Trust. The letter encouraged the establishment of the trust in order to help gain more public awareness and involvement in pipeline safety issues. In June 2003, as part of the Olympic Pipe Line Company settlement agreement, federal court judge Barbara Rothstein ordered that \$4 million of the settlement money be provided for the startup the independent Pipeline Safety Trust.

Two sets of comments were sent to the federal docket center for the Gas Integrity Management Rulemaking Comments (Docket No. RSPA-00-7666). Within the [first set of comments \(dated February 27, 2003\)](#), the committee requested that the April 30, 2003 deadline be extended to permit a proper review and analysis of a very complex and technical rule. The committee also recommended that federal OPS make the ASME/ANSI Standards B31.8S available for public review, bearing in mind that these standards were heavily referenced in the rulemaking.

The [second set of comments \(dated April 22, 2003\)](#), gave more recommendations on the rulemaking. The committee asked that the integrity management rule meet three objectives:

1. The rule should establish a clear definition for high consequence areas that can be easily understood and applied by all gas operators.
2. The rule should set performance standards by which all pipelines can be measured.
3. Lastly, the rule should support improved public confidence as aging pipelines continue to be operated.

4. Annual Report Conclusion

Future Plans of the Committee

As illustrated in this report, calendar years 2002 and 2003 have been very productive years for the Washington State Citizens Advisory Committee on Pipeline Safety. The committee continues to set goals that will further enhance the safety and awareness of pipelines for citizens in Washington State.

In August 2003, the committee began recruiting for two vacant citizen positions on the committee. A press release was published and information was posted to the committee's website. The Governor's office has received several interested candidates and one vacancy remains open. Carl Weimer was announced in November 2003 as the newest member of the committee.

The following is information on the future goals of the committee:

- Members of the committee are actively participating in the meetings of the regional Common Ground Alliance, which is evaluating the best practices to prevent underground excavation damage prevention in the Northwest.
- The committee will continue dialogue on community right-to-know about pipelines.
- The WUTC hired *The Frause Group* to develop a research-based communications plan for pipeline safety based on interviews with key stakeholders and a telephone survey of 900 Washington residents. The interviews and telephone survey have been completed. The plan that will result from this project will describe what people want to know about pipeline safety in Washington, which organizations they expect will provide that information and effective themes and approaches to making that information available. The firm has begun to develop the plan, which is expected to be completed by the end of 2003. The plan will help guide the development of pipeline safety public information materials. The WUTC also hired *Roundtable Associates* consulting firm to work with representatives of local governments, state agencies, pipeline companies and other interested parties to identify opportunities for information sharing, technical assistance, and working collaboratively to further pipeline safety.

The results of the research conducted by *The Frause Group* and *Roundtable Associates* will help focus the committee's work on its goals of public education and outreach.

Committee Contact Information

Citizen Committee Members

Chairman Chuck Mosher – Resides in Bellevue

Citizen

Committee member since October 2000

Term expires July 31, 2004

Don Evans – Resides in Gig Harbor

Underground Utilities Coordinating Council
Committee member since October 2000
Term expires July 31, 2004

Lester Olson – Resides in Puyallup

Thurston County Roads & Transportation
Committee member since September 2001
Term expires July 31, 2004

Patricia Morgan – Resides in Bellevue

Citizen
Committee member since November 2002
Term expires July 31, 2005

Shirley Olson – Resides in Graham

Citizen
Committee member since November 2002
Term expires July 31, 2006

Richard Kuprewicz – Resides in Sammamish

Citizen
Committee member since November 2002
Term expires July 31, 2005

Ken Thomas – Resides in Bellingham

Citizen
Committee member since November 2002
Term expires July 31, 2004

Carl Weimer – Resides in Bellingham

Executive Director, SAFE Bellingham/RE Sources
Committee member since November 2003
Term expires July 31, 2005

Industry Committee Members

Duane Henderson (Intrastate Natural Gas)

Puget Sound Energy
Committee member since October 2000
Term expires July 31, 2006

Grant Jensen (Interstate Natural Gas)

Williams Northwest Pipeline
Committee member since October 2000
Term expires July 31, 2006

George Hills (Intrastate Hazardous Liquid)

McChord Pipeline Company
Committee member since November 2002
Term expires July 31, 2005

Website for the Committee

www.wutc.wa.gov/pipeline/ccops – The committee's website contains information on the current activities of the committee including meeting minutes, agendas, and other useful information.

Committee Mailing Address - Please address any correspondence to:

Washington State Citizens Committee on Pipeline Safety
PO Box 47250
Olympia, WA 98504-7250

Please contact Lindsay Walker, with the Washington Utilities & Transportation Commission for information or questions about the committee.
(360) 664-1302 or lwalker@wutc.wa.gov

Pipeline Safety Informational Websites

[National League of Cities Website](#)

[SAFE Bellingham](#)

[Municipal Research and Services Center \(MRSC\)](#)

[Washington State City & County Pipeline Safety Consortium](#)

[State of Washington Department of Ecology \(DOE\)](#)

[State of Washington Utilities and Transportation Commission](#)

[Washington Utilities Coordinating Council \(WUCC\)](#)

[Federal Office of Pipeline Safety](#)

[American Petroleum Institute Recommended Practice 1162](#)